

## **ANALYSIS OF PROPOSED PROJECTS AS RELATED TO PRIORITIES**

The following section provides an analysis of the projects to be funded by 2003 CDBG and HOME funds. This section is divided into community development, housing and homeless activities. Each section reviews the relevant priorities in the 2003-2007 Consolidated Plan-Strategic Plan and then analyzes the connections between these priorities and the specific projects listed earlier in this plan. Following this section is a community development activities matrix and a housing activities matrix, which shows in chart form how the project relates to the priorities.

### **COMMUNITY DEVELOPMENT/HOUSING PRIORITIES**

The following is a list of community development and housing priorities and the connection between these priorities and the specific projects outlined earlier.

#### **Priority 1. AFFORDABLE HOUSING**

Priority 1. Objective 1: Fund infrastructure improvements necessary to support private sector development of entry-level housing.

Priority 1. Objective 2: Support the creation of new rental units through new construction or rehabilitation. Within this category priority will be given to projects in or adjacent to existing population centers.

Priority 1. Objective 3: Support and fund the creation of new homeownership opportunities through new construction, rehabilitation and down payment and closing cost assistance programs. Within this category priority will be given to projects in or adjacent to existing population centers.

Priority 1. Objective 4: Support the rehabilitation of existing properties occupied by senior citizen within the County portion of the HOME Consortium. This priority is address by the County's existing Senior Citizen Property Rehabilitation Program, which the County intends to continue funding over the next five years.

Priority 1. Objective 5: Encourage and support the expansion of existing homeless shelters to deal with the increasing number of turn-aways from existing shelters.

#### **Priority 2. INFRASTRUCTURE**

Priority 2. Objective 1: Provide seed money to leverage funds for water and wastewater systems in the City and the County. Give priority to localities that (1) join together to provide services, sharing the cost burdens and/or (2) reduce the number of uncoordinated private and public community systems and/or (3) rehabilitate/ expand existing systems.

Priority 2. Objective 2: Support municipal maintenance and improvement of streets, bridges and sidewalks, which are essential to, continued viability and economic growth.

Priority 2. Objective 3: Address deteriorated retaining walls and other flood control devices in need of repair, particularly in areas affecting residents' safety.

### Priority 3. TRANSPORTATION

Priority 3. Objective 1: Analyze routes and employ creative strategies to improve service and transport residents more expeditiously (particularly within the City.) Establish expanded bus service to accommodate evening and weekend work shifts.

Priority 3. Objective 2: Provide accessible and affordable public transportation for special populations--elderly, handicapped and disabled, youth, health services, and childcare and recreation programs--as consistently identified as a need in many issue areas.

Priority 3. Objective 3: Extend sidewalks to residential neighborhoods and business centers, connecting commercial strips and municipal boundaries.

Priority 3. Objective 4: Expand road shoulders, improve road surface quality and designate more bicycle lanes meet safety needs of cyclists.

### Priority 4. YOUTH

Priority 4. Objective 1: Fund youth housing initiatives for Runaway/ Homeless youth, youth with children, and youth aging out of foster care.

Priority 4. Objective 2: Provide funding to expand programs currently offered by existing organizations. Give preference to programs that are available to youth from all socioeconomic backgrounds that provide activities when school is out; and offer health counseling opportunities.

Priority 4. Objective 3: Support employment programs for youth that provide skills, income and mentoring opportunities for productive use of free time.

### Priority 5. LITERACY

Priority 5. Objective 1: Support programs that offer literacy skills and conduct outreach to clients in many languages. Give preference to programs that will conduct effective outreach programs to increase volunteers.

#### Priority 5. FAMILY SERVICES (FAMILIES-IN-STRESS)

Priority 5. Objective 1: Support and fund efforts to maintain emergency, transitional and homeless housing projects to serve populations in need.

Priority 5. Objective 2: Increase stock in emergency food pantries so that no one in need should ever be turned away. While there appear to be adequate service providers, additional resources are needed to meet the needs of the growing unserved population.

Priority 5. Objective 3: Subsidize intervention and support programs to enable a greater number of low and moderate-income persons to participate. Expand outreach to inform persons of service availability and confidentiality.

Priority 5. Objective 4: Expand prevention and intervention services in all areas of family care. Increase prevention services including parenting and coping skills training and education. Analyze scheduling and transportation requirements to enable low and moderate-income families to access services.

#### Priority 5. CHILD CARE

Priority 5. Objective 1: Support the creation and expansion of additional, registered childcare slots countywide. Give preference to efforts that:

- Serve the northeast sector of the County
- Create placement for infants
- Create placements for handicapped children
- Create alternate shift placements
- Subsidize placements for low and moderate income families
- Enhance staff salaries and stabilize staffing turnovers

#### Priority 5. ELDER CARE

Priority 5. Objective 1: Support and fund programs that aid persons who are homebound and without access to basic needs such as meals and personal care, as well as necessary services such as medical care.

Priority 5. Objective 2: Support and fund programs that recruit and educate a workforce to serve homebound elderly.

Priority 5. Objective 3: Support and fund programs that conduct outreach to seniors and encourage their participation. Also programs that support the needs of caregivers.

## Priority 6. ECONOMIC DEVELOPMENT

Priority 6. Objective 1: Provide increased funding to support the development of housing attainable to entry-level workers.

Priority 6. Objective 2: Support and fund building rehabilitation projects that:

- Reuse vacant or substandard buildings
- Encourages additional investment in the community
- Use existing infrastructure

Priority 6. Objective 3: Encourage recruitment of businesses that pay living wages and offer benefits to employees. Wherever viable, tie incentives to wage and benefit packages.

Priority 6. Objective 4: Encourage and support opportunities to increase slots in existing, and/or create new, job training, life skills development, technology, diversity training and mentoring programs, including the participation of employer time and resources in supporting and continuing these programs.

Priority 6. Objective 5: Increase access to and funding for the services essential to the continued growth of small businesses and to the long-term economic viability of the businesses.

## Priority 7. HEALTH SERVICES

Priority 7. Objective 1: Support food pantries and hunger outreach programs because hunger, and its resultant nutritional deficiencies, continues to contribute to health problems.

Priority 7. Objective 2: Support economic development efforts that result in jobs that provide health and dental benefits to employees.

Priority 7. Objective 3: Fund educational and outreach programming regarding HIV/AIDS and pre- and post- natal health care.

## Priority 8. HANDICAPPED ACCESSIBILITY

Priority 8. Objective 1: Fund programs that make adaptable housing units accessible and return units to original conditions when tenants with disabilities leave.

Priority 8. Objective 2: Support transportation opportunities which will allow persons with disabilities to travel between places of employment and shopping, especially in the eastern portion of the county.

Priority 8. Objective 3: Encourage ADA compliance, particularly at polling places.

## Priority 9. DISABILITIES

Priority 9. Objective 1: Support continuum of care programs that enable disabled persons to successfully live independently with appropriate supervision. Give preference to programs that:

- Integrate persons with disabilities into the larger community
- Support personal wellness (health care issues)
- Provide necessary financial supports
- Provide transportation

Priority 9. Objective 2: Encourage and fund programs that offer vocational services for those who are able to work and that offer training programs for staff to serve disabled clients in a variety of capacities.

## Priority 10. PUBLIC SAFETY

Priority 10. Objective 1: Support housing and basic service programs for parolees. Give priority to programs that address transportation needs; provide bi-lingual services; and provide inpatient drug and alcohol treatment services.

Priority 10. Objective 2: Encourage and fund programs that address the needs of youth including substance abuse prevention. Give priority to programs with direct and consistent outreach and intervention on the streets of minority communities.

## Priority 11. SUBSTANCE ABUSE

Priority 11. Objective 1: Encourage and support the development of affordable, appropriate temporary and permanent living environments for persons overcoming or living with chemical dependencies. Give priorities to programs that serve women and children.

Priority 11. Objective 2: Provide funding to expand prevention and interventions programs currently offered by existing organizations.

## Priority 12. PARKS AND RECREATION

Priority 12. Objective 1: Support opportunities to expand recreational areas. Give preference to projects in areas accessible to low and moderate income residents via public transportation, with adequate supervision to serve the needs of community youth and that provide needed fields for organized sports activities.

### Priority 13. HISTORIC PRESERVATION

Priority 13. Objective 1: Provide seed money to projects that will leverage funds for additional historic preservation activities or recruit needed volunteers.

### NON-HOUSING COMMUNITY DEVELOPMENT PROJECTS ANALYSIS

The non-housing community development activities as shown earlier in the plan under "Listing of Proposed Projects" have been recommended for funding in 2003. These activities are a result of the 2003 Community Development Block Grant Program application process and are a reflection of local needs and objectives. The activities address the community development priorities identified in the Consolidated Plan.

Priority 1, Objective 2, Affordable Housing, the Town and Village of Red Hook intend to do the demolition, asbestos abatement, & environmental remediation of 6.84 acres for the ultimate development of 64 units of affordable senior citizen housing. The Village of Millbrook will undertake pre-development activities to seek land use approvals for a 12-unit expansion to the Church Alliance facilities.

Priority 2, Objective 1, Water and Waste Water System Improvements, the Town of Wappingers plans to connect to a central water system to improve water quality, as well as, water quantity. The Village of Wappingers will use their funding the replace already existing, deteriorating sewer lines.

Priority 2, Objective 2, Support Municipal Maintenance and Improvements to Streets, Bridges, & Sidewalks. The Village of Fishkill intends to use their funds for the construction of a municipal parking lot on Givans Lane. The Town Poughkeepsie will undertake sidewalk improvements. The Town of Stanford will implement street improvements, while the City of Beacon will undertake improvements to streets and roads as prioritized by their infrastructure improvement plan. The City of Beacon will use funds for renovations and repairs to the Beacon Community Center, as well as, maintenance & repairs to the Martin Luther King Cultural Center.

Priority 4, Objective 2, Youth, will include funding programs currently offered by the Beacon Community Center and the Martin Luther King Cultural Center. Both agencies provide services to City of Beacon youth through after school and summer programs. The North East Community Center will administer a youth and family enrichment program in the northeastern portion of the county. The Dutchess County Community Action Agency will receive funds for a mentoring program they currently offer to children and youth.

Priority 5, Objective 1, Literacy, will be addressed through support of a community outreach program for Literacy Volunteers.

Priority 5, Objective 1, Homeless, will be addressed by Hudson River Housing's River Haven shelter

where services will be provided for runaway/homeless and street-involved youths. Hudson River Housing will be providing housing along with case management services to diverse segments of the local homeless population. Grace Smith House will provide services to homeless victims of domestic violence and their children in northeastern Dutchess County.

Priority 5, Objective 1, Elder Care, will be addressed by the Dutchess County Association for Senior Citizens who will operate two outreach programs for isolated seniors throughout the county.

Priority 5, Objective 4, Family Services (Families-In-Stress), will be implemented by local non-profit agencies which provide services community-wide. Family Services will implement a comprehensive program to address families in stress as well as crime assistance. The Child Abuse Prevention Center will implement a child advocacy center, which serves abused children.

Priority 8, Objective 3, Handicapped Accessibility, includes Phase II of the Mill site Development, which consists of a handicapped accessible fishing dock and gazebo in the Town of Pleasant Valley. The Town of Rhinebeck plans to construct a handicapped accessible restroom facilities at Wilderstein Preservation historic site. The Town of Dover will be renovating the Tabor Wing House to provide handicapped accessible restrooms, entrances, and parking.

Priority 11, Objective 1, Substance Abuse, will be implemented by the Mid-Hudson Alcoholism Recovery Center, they will provide residential recovery services for individuals and their families, to help them reach sobriety and maintain an alcohol & drug free lifestyle.

Priority 12, Objective 1, Parks and Recreation, will be addressed by the Town of Hyde Park, when they install a new water line to serve the park buildings and improvements to the existing access road to the program buildings.

Priority 13, Objective 1, Historic Preservation, will be addressed by the City of Beacon. The Howland Cultural Center, in the City of Beacon, will be doing exterior renovations, which will include replacement of decayed wood beams, as well as, replacement of crumbling brickwork.

The County is allowed under Federal regulations to set aside up to twenty percent of its annual allocation for administrative costs and an additional fifteen percent for housing program delivery. Dutchess County annually selects to only allocate twenty percent of its CDBG grant for administration and housing program delivery costs thereby freeing up the greatest amount possible for municipalities, human service agencies and housing rehabilitation programs.

A staff of five individuals in the Community Development division of the Dutchess County Department of Planning and Development provide program delivery and affordable housing initiative services within its twenty percent cap. The City of Beacon and the Dutchess County Economic Development Corporation also receive administrative monies.

These administrative funds also cover all related costs of implementing the program, including advertising, audit fees, travel/mileage, subscriptions and equipment. The division's administrative funds are also used for architectural services for assistance in plan design.

The 2003-2007 Consolidated Plan listed five communities as areas of racial/ethnic concentration: City of Poughkeepsie, City of Beacon, Village of Wappinger Falls, Town of Poughkeepsie, and the Town of Wappinger. In 2003 the County is funding several projects in these communities. The City of Beacon will be using their funds for various projects such as building repairs to the Beacon Community Center, renovations to the Howland Cultural Center, and various Infrastructure projects, while the Town of Poughkeepsie plans to upgrade and install new sidewalks on Fowler and Davis Avenues.

## HOUSING PROJECTS ANALYSIS

The 2003 HOME and CDBG projects address several of the housing priorities outlined above. HOME projects address the affordable rental housing and owner-occupied rehabilitation. Through this Action Plan the County is allocating the estimated \$634,082 in 2003 HOME funds and is reallocating the \$155,937 in 2002 HOME funds, which had been set-aside for a Homeownership Development Funds. CDBG funds will also be used to assist with the creation of affordable rental housing.

The most significant 2003 HOME project is the construction of 56 units apartment building on the vacant portion of the 400 block of Main Street in the City of Poughkeepsie. The developer of this project is Pennrose Properties/Duvernay + Brooks. The County will set aside \$370,000 for this project. Eleven of the units will be considered HOME assisted although all units will be affordable to low and moderate income households. This project addresses Priority 1, Objective 2, *Affordable Rental Housing*.

The second significant project will be the creation 30 apartments in eight buildings on the 300 block of Main Street in the City of Poughkeepsie. The developer of this project is Jon Behrends. The County will set-aside \$314,000 for this project. Four of the units will be considered HOME assisted. This project addresses Priority 1, Objective 2, *Affordable Rental Housing*.

The County will also be setting aside \$71,000 for the rehabilitation of a single unit 291 Mill Street in the City of Poughkeepsie. This unit will be located in a currently vacant building, which will have offices on the first two floors once the rehabilitation is complete. This project is being completed by Hudson River Housing, which is a certified CHDO. This units will be targeted to special populations including homeless, and victims of domestic violence. This project addresses Priority 1, Objective 2, *Affordable Rental Housing*.

The County will also allocate \$35,000 in 2003 HOME funds to the Rebuilding Together Program



(formerly known as Christmas-in-April), which will rehabilitate 10 owner-occupied homes in Dutchess County using volunteers. This project will address the Priority 1, Objective 4, *Rehabilitation of Owner Occupied Homes*.

The City of Poughkeepsie is using their portion of the HOME Program set-aside for a variety of programs including the Main Street Rehabilitation Program, an Emergency Rehabilitation Program, funding for City-Owned Properties, the First Time Homebuyer Program and a CHDO set aside. They will be setting aside \$150,000 for the Main Street Rehabilitation Program which will address Priority 1, Objective 2, *Affordable Rental Housing*. A total of \$50,000 will be set-aside for an Emergency Rehabilitation Program which will address Priority 1, Objective 4, *Rehabilitation of Owner Occupied Homes*. Priority 1, Objective 3, *First Time Homebuyers* will be address through the City's First Time Homebuyer Program for which they will set-aside \$70,000. An additional \$52,577 will be set-aside for Community Housing Development Organization (CHDO's). This set-aside is required by HUD and these funds will be held for CHDO eligible projects developed during the program year.

For the first time in several years the County will also be using CDBG to facilitate the development of affordable housing. In the Village of Red Hook, both the Town of Red Hook and the Village had co-sponsored an application for remediation and clearance on a vacant industrial site in the center of the village. This project will receive \$150,000 in CDBG and is also receiving \$700,000 in NYS Brownfield money. Upon completion this project will contain 64 affordable rental units for senior citizens. This project addresses Priority 1, Objective 2, *Affordable Rental Housing*.

The County is also using \$45,000 of it administrative funds to pay for eligible pre-development costs for the development of 12 units of affordable senior citizen rental housing in the Village of Millbrook. This project is an expansion of the existing Church Alliance development, which currently has 24 units. This project addresses Priority 1, Objective 2, *Affordable Rental Housing*.

The projects covered under this Action Plan provide for a variety of funding mechanisms and leverage a variety of other forms of investments. The 400 Block project is estimated to receive additional investment of \$11,738,247 from the Federal Home Loan Bank, the Low Income Housing Tax Credit Program, the NYS Housing Trust Fund, and a private mortgage. The 300 Block project will leverage a \$2,925,000 and has \$455,000 in matching funding from Economic Development Zone Tax Credits and donation of City-owned property. Hudson River Housing project at 291 Mill Street will leverage \$272,875 in a private mortgage and financing from the Historic Bond Act and Historic Tax Credits. The Christmas-in-April grant leverages approximately \$55,000 in additional grant funds from adopt-a-house sponsors and fundraising. This program also leverages volunteer labor of about 500 skilled and unskilled workers valued at approximately \$30,000. The Red Hook Housing project is proposing to access \$8,000,000 in funding from the Low Income Housing Tax Credit Program and a private mortgage. The funding sources for the Church Alliance Project in Millbrook are unclear at this time but they will be accessing significant federal and/or state financing for the project.

The City's Main Street Rehabilitation Program will leverage private financing, owner's equity and other state grant programs. The First Time Homebuyer Program will leverage bank financing and a limited amount of owner's equity.

Most of the 2003 HOME projects are located in areas of racial/ethnic concentration. Three of the four County HOME projects and all of the City's HOME set-aside projects are located in the City of Poughkeepsie, which is an area of racial/ethnic concentration. The CDBG funded housing projects are located in the Village of Red Hook and the Village of Millbrook, which are not areas of racial and ethnic concentration.

## **HOMELESS**

### **PRIORITIES**

The following is a list of homeless priorities in the 2003-2007 Consolidated Plan-Strategic Plan (Note: The priority/objective numbers listed are the numbers from the Consolidated Plan):

Priority 1. Objective 5: Encourage and support the expansion of existing homeless shelters to deal with the increasing number of turn-aways from existing shelters.

Priority 5. Objective 1: Support and fund efforts to maintain emergency, transitional and homeless housing projects to serve populations in need.

### **HOMELESS PROJECTS ANALYSIS**

The needs of the homeless in Dutchess County are addressed in detail in the County's Continuum of Care which was developed by the Dutchess Housing Consortium. The Consortium has identified several areas of need including:

#### ***Prevention, outreach and assessment***

Effective outreach and thorough, comprehensive assessments are central to target the hard-to-serve, high use intensive and chronically homeless. The Consortium's gaps analysis reveals a particular shortage of residential services for homeless who are seriously mentally ill, chemically addicted and dually diagnosed. Families caught in domestic violence situations and homeless youth, particularly aged 18-22, are also targeted populations requiring direct and immediate access to the resources required to prevent a repeat cycle of homelessness.

The Consortium is exploring ways to streamline and improve outreach and assessment services. Agencies are collaborating on client assessments as a way to share expertise and to create a more seamless referral system. Many of these efforts have been helped by the opening of the Family

Partnership Center in the city of Poughkeepsie, a newly created partnership of approximately 26 organizations working under one roof. The proximity of these agencies to each other and their clients has helped create a more coordinated and efficient service delivery system for individual and families in need.

### *Emergency Shelters*

The most immediate need of a homeless person is shelter. In Dutchess County, emergency shelter is provided in two ways: (1) vouchers, provided by the Department of Social Services, Salvation Army or the Red Cross, for brief stays in area motels and (2) shelter facilities. There are currently 79 beds and 19 units of emergency housing throughout Dutchess County serving all sub-populations of homeless. Most of these shelters are currently full to capacity each night. Hudson River Housing, the largest provider of shelter for homeless, is investigating expanding their existing shelter to meet the growing needs. The Consortium is also looking to work to intensify supportive services designed to transition residents to more stable housing situations.

### *Transitional Housing and Services*

There are three transitional homeless housing with supportive services programs operating in the County. In addition, there are five other programs, which serve individuals with chemical and/or alcohol dependencies who may or may not be homeless. All of these units are full and have a significant waiting lists. The Consortium has identified transitional housing as a high-priority need. As such the Consortium is working to maintain the existing stock of transitional units and to develop additional units with support services.

### *Permanent Housing and Permanent Supportive Housing*

The final step in the homeless delivery system is placing a homeless person in permanent housing or permanent supportive housing. The gaps analysis has identified a high need for more permanent, supportive housing for individuals and families. Permanent housing for individuals was ranked as a medium priority need. The existing gap has caused what Consortium members call "the bottleneck phenomena": clients may remain in transitional units longer than necessary because there are no supportive permanent units to move on to, which in turn backs up the movement of persons from shelters and rehabs into transitional units.

The main providers of permanent housing for homeless are the local Section 8 programs and the Department of Mental Hygiene which funds 145 beds of supported housing through various agencies for individuals and a limited number of families with mental illness. The Consortium's goals are to increase the stock of permanent, supportive housing and to intensify the level of

supportive services designed to move clients with serious disabilities to the greatest level of independent living possible.

Three projects proposed to be funded with 2003 CDBG funds directly address the homeless priorities and needs outlined above. It should be noted that several other human service projects impact homelessness by helping families-in-stress, providing job training to youth and assisting with literacy. The three projects, which directly address homelessness, are listed below.

The first project is administered by River Haven, a shelter for runaway youth. River Haven's project will provide a continuum of care for homeless/runaway youths and their families. These services will include 24 hour crisis intervention, emergency shelter, provision of food/clothing, counseling, life skills training, housing placement and referrals to other services as needed.

The second project, which directly addresses the needs of the homeless, is administered by Grace Smith House, a provider of services for victims of domestic violence. This program will provide victims of domestic violence and their children with the services necessary to help them attain self-sufficiency. This program will focus on the residents at their shelter in the northeastern portion of Dutchess County.

Hudson River Housing will administer the last project to directly address homelessness. Their program will provide housing along with case management to a diverse segment of the local homeless population.

## **HOME RESALE/RECAPTURE REQUIREMENTS**

Since the County intends to use HOME funds for a homebuyers program, as required by HUD, the following resale guidelines have been prepared to ensure that the housing remains affordable to low-income homebuyers for the required regulatory period which can range from five to fifteen years depending on the amount of assistance provided.

The following outlines the guidelines applicable to Dutchess County with a discussion of how the program will be structured and implemented. As required by HUD, these guidelines are in compliance with 24 CFR 92.254.

## **FORMS OF SUBSIDY**

There is one form of HOME assistance for first time homebuyers. It involves the provision of down payment and closing cost assistance to income eligible households through a first time homebuyer

program. The funds are awarded in the form of a deferred payment loan.

#### MODELS OR TECHNIQUES

Dutchess County will insure the long-term affordability of projects assisted with HOME funds by requiring full repayment of the HOME subsidy if the purchaser sells the property prior to the end of the required regulatory period.

#### LEGAL MECHANISM

The County will sign a legal agreement with each homeowner stating the homeowner's resale restrictions. This legal agreement will be executed and kept on file with the County. This agreement will be secured by a deed restriction/mortgage that will reference the legal agreement. The deed restriction must be satisfied prior to any legal transfer of the property.